

IMPLEMENTATION OF SP4N-LAPOR AS AN E-GOVERNMENT INSTRUMENT FOR HANDLING PUBLIC COMPLAINTS IN DISTRICTS WITHIN PASURUAN REGENCY

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Abstract

Handling public complaints is one of the key indicators of achieving good governance at the local level. To support digital-based public services, the Government developed SP4N-LAPOR! (National Public Service Complaint Management System) as a national e-government instrument. In Purwosari District, Pasuruan Regency, SP4N-LAPOR! has been implemented since 2019. However, research data indicate that only ten complaints were submitted through the system between 2019 and early 2025. This study aims to describe the implementation of SP4N-LAPOR! as an e-government instrument for handling public complaints in Purwosari District and to identify the challenges encountered during its implementation. The study employed a qualitative approach using a descriptive case study method. Data were collected through in-depth interviews, observations, and documentation, and were analyzed using the interactive model developed by Miles, Huberman, and Saldaña. The findings, based on George C. Edward III's policy implementation theory, indicate that the dimensions of communication, resources, disposition, and bureaucratic structure have generally been implemented effectively. Nevertheless, the implementation of SP4N-LAPOR! continues to face several challenges, including limited public outreach due to budget constraints, low levels of digital literacy and public interest in utilizing the SP4N-LAPOR! system, delays in application access, and unstable internet connectivity. This study recommends broader and more sustainable public outreach, optimization of information media, enhancement of community digital literacy, and improvements to technical infrastructure to support the more effective utilization of SP4N-LAPOR!.

Keywords: Policy Implementation, E-Government, SP4N-LAPOR.

A. INTRODUCTION

The rapid development of information and communication technology has significantly transformed public administration, particularly in efforts to improve the quality of public services (Ali Murtadho, 2024). The Indonesian government has progressively promoted the adoption of digital technology as part of its bureaucratic reform agenda to meet public demands

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for services that are faster, more efficient, transparent, and accountable. One of the primary approaches to achieving these objectives is the implementation of e-government. This commitment was formally established through Presidential Instruction No. 3 of 2003 concerning the National Policy and Strategy for E-Government Development and was subsequently strengthened by Presidential Regulation No. 95 of 2018 on the Electronic-Based Government System (SPBE).

One of the key implementations of e-government in public service delivery is the National Public Service Complaint Management System (SP4N-LAPOR!) (People's Online Aspirations and Complaints Service). The system was first introduced by the government in 2014 through Minister of Administrative and Bureaucratic Reform Regulation (PermenPAN-RB) No. 24 of 2014, and was later revised through PermenPAN-RB No. 26 of 2018 concerning the Guidelines for the National Public Service Complaint Management System. Furthermore, Articles 36 and 37 of Law No. 25 of 2009 on Public Services mandate that every public service provider establish complaint-handling facilities managed by authorized personnel (Nugroho et al., 2023).

Previous studies have shown that the implementation of SP4N-LAPOR! continues to face various challenges across different regions. A study conducted in Solok City found that limited technological infrastructure and low public participation hindered the effectiveness of complaint follow-up (Frinaldi & Haspo, 2020). A similar pattern was identified in Tangerang City, where limited human resources constrained the utilization of the application relative to the size of the population (Wahyuningsih et al., 2026). Meanwhile, research in Sukoharjo Regency reported that community participation through SP4N-LAPOR! was relatively adequate, although its effectiveness was still influenced by limited public awareness regarding the system's functions (Nur Fahasen, 2024). Overall, SP4N-LAPOR! has been recognized for contributing positively to public participation, transparency, and accountability. Nevertheless, its effectiveness remains uneven due to disparities in human resource capacity and technological infrastructure across regions (Febrianti & Hasibuan, 2025).

Purwosari District, Pasuruan Regency, is one of the local governments that has implemented SP4N-LAPOR! as an e-government instrument to enhance public service quality and complaint management. Although complaint-handling procedures have been established and every complaint is processed in accordance with the applicable Standard Operating Procedures (SOPs), research data indicate that the number of complaints submitted through the system remains extremely limited. From 2019 to early January 2026, only ten complaints were recorded. This situation contrasts sharply with the national scale, where more than 2.5 million complaints were submitted through SP4N-LAPOR! in 2024, averaging approximately 603 complaints per day nationwide (Kemenko Infrastruktur, 2025). At the provincial level, SP4N-LAPOR! in East Java received more than 151,000 complaints and public aspirations throughout 2025, with approximately 84% successfully resolved (Ministry of Administrative and Bureaucratic Reform, 2026).

Although the national regulation (PermenPAN-RB No. 46 of 2020) does not prescribe a minimum or maximum number of complaints that should be received by individual regions, and policy success is evaluated based on improvements in public participation, response timeliness, and the quality of complaint resolution, the persistently low number of complaints

relative to the district's population indicates that the system has not been utilized optimally. This is particularly evident considering that the system has been operational for several years without becoming widely recognized or utilized by the community it is intended to serve.

To date, no study has specifically examined the implementation of SP4N-LAPOR! in Purwosari District, particularly regarding the gap between the availability of a digital complaint management system and the limited level of public utilization. Unlike previous studies, which have primarily focused on SP4N-LAPOR! implementation at the national, provincial, or municipal levels, this study offers novelty by investigating its actual implementation at the district level and, more specifically, by examining why public utilization remains low rather than merely assessing whether the system operates properly. This research also adopts an empirical approach that directly observes field practices, including the interactive relationship between government officials and citizens, an aspect that has received limited attention in previous studies.

Based on the foregoing background, this study aims to: (1) describe the implementation of SP4N-LAPOR! as an e-government instrument for handling public complaints at the Purwosari District Office; and (2) analyze the challenges encountered in delivering public services through SP4N-LAPOR! in Purwosari District. The findings are expected to contribute theoretically to the field of public administration while also providing practical recommendations for government agencies and the public to optimize the utilization of digital complaint-handling mechanisms.

B. LITERATURE REVIEW

Public Administration Theory

Public administration can be understood as a process of cooperation carried out by a group of individuals through a rational division of tasks and responsibilities to achieve organizational objectives effectively and efficiently (Sugiyono, 2013, as cited in Utsman & Ambarwati, 2022). Chandler and Plano (2008, as cited in Syaidinar Fianda & Tri, 2022) define public administration as the process of organizing and coordinating public resources to formulate, implement, and manage public policy decisions. Denhardt and Denhardt, as cited in Budiharjo (2022), emphasize that public administration should prioritize serving the public over exercising bureaucratic control, treat citizens as citizens rather than merely customers, and place public interest and democratic accountability at the center of governance.

George C. Edward III's Policy Implementation Theory

Policy implementation is generally understood as the stage of policy execution in which a policy program is put into operation (Jones, 1991, as cited in Oktavin Datu et al., 2022). According to Edward III, policy implementation is "the stage of policymaking between the establishment of a policy and the consequences of that policy for the people affected by it" (Habil, 2018). Edward III identifies four key variables that determine successful policy implementation: communication, resources, disposition, and bureaucratic structure (Agustino Leo, 2022; Adibowo et al., 2025). Communication concerns the extent to which policy information is transmitted clearly and consistently to implementers and target groups and is measured through three indicators: transmission, clarity, and consistency. Resources refer to

the availability of adequate staff, information, authority, and facilities to support implementation. Disposition reflects the attitudes, commitment, and willingness of implementers to carry out the policy according to its intended objectives. Bureaucratic structure relates to the extent to which Standard Operating Procedures (SOPs) are flexible and responsibilities are appropriately distributed among implementing units (Arifin, 2014, as cited in Adibowo et al., 2025; Sowa et al., 2024).

E-Government Theory

Electronic Government (e-government) refers to the strategic and purposeful use of information and communication technology by governments to improve the performance of public administrative functions and services that were previously delivered through conventional methods (Irawan, 2018, as cited in Permana & Dinda, 2023). According to Indrajit (2006, as cited in Ratnasari et al., 2022), the successful development of e-government at the local level depends on three key elements: support (political commitment, continuity, and public outreach), capacity (competent human resources, adequate funding, and infrastructure), and value (tangible benefits delivered to the public). E-government implementation can also be classified according to its service orientation into four categories: Government-to-Citizen (G2C), Government-to-Business (G2B), Government-to-Government (G2G), and Government-to-Employee (G2E).

The SP4N-LAPOR! Concept

SP4N-LAPOR! (National Public Service Complaint Management System) is an integrated national complaint management platform developed through the collaboration of the Ministry of Administrative and Bureaucratic Reform (KemenPANRB) as the public service coordinator, the Presidential Staff Office (KSP) as the supervisor of national priority programs, and the Ombudsman of the Republic of Indonesia as the public service oversight institution (KPK, 2021). The system applies the “No Wrong Door Policy,” ensuring that every complaint submitted through any available channel is forwarded to the appropriate government agency for follow-up (Nugroho et al., 2023). SP4N-LAPOR! is supported by several key features, including anonymity, confidentiality, and a tracking ID, which enables users to monitor the progress of their complaints. As of January 2019, the platform had been integrated with 34 ministries, 96 government agencies, and 493 local governments throughout Indonesia (LAPOR!, 2026).

Conceptual Framework

This study originates from the gap between the availability of SP4N-LAPOR! as an official e-government complaint channel in Purwosari District and its relatively low level of public utilization. This gap is analyzed using George C. Edward III’s policy implementation theory, which encompasses the dimensions of communication, resources, disposition, and bureaucratic structure, combined with a qualitative case study approach involving observations, in-depth interviews, and document analysis. The analysis is expected to identify the factors that hinder the optimal implementation of SP4N-LAPOR! and to provide recommendations for strengthening the system, as illustrated in the study’s conceptual framework.

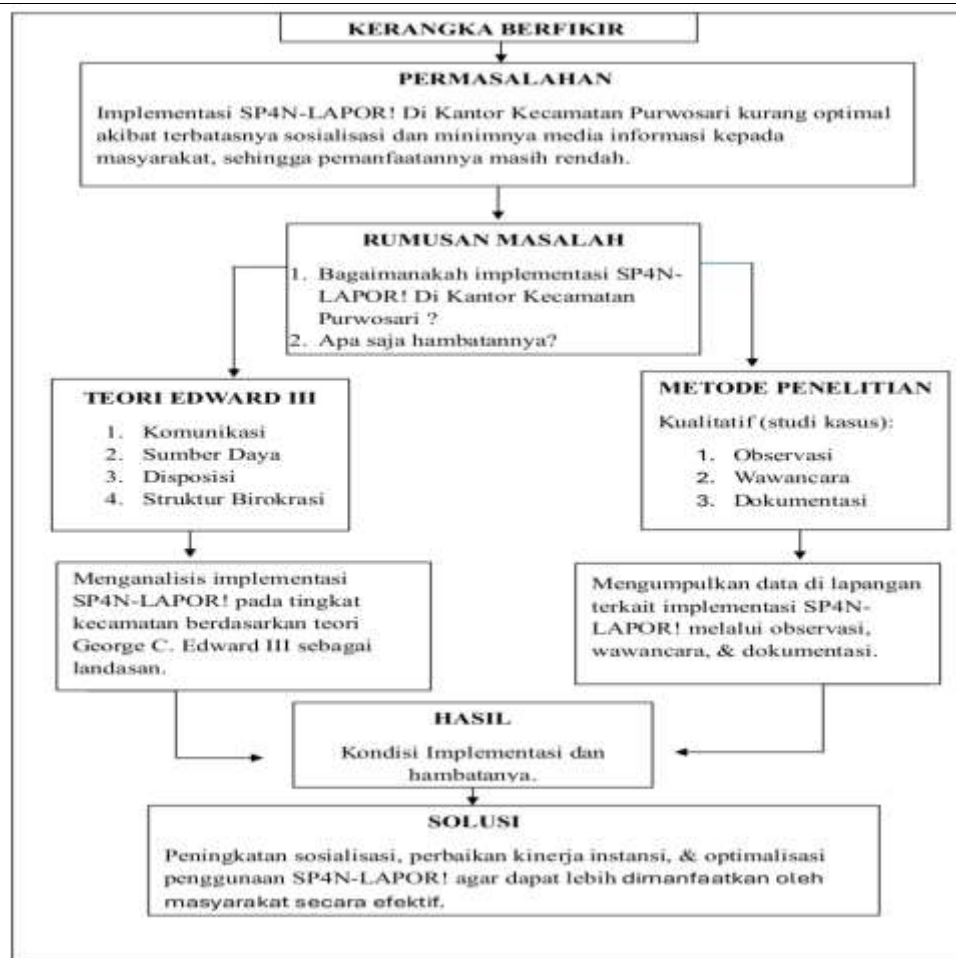


Figure 1. Conceptual framework of research 1
Source: Processed by the researcher (2026)

C. RESEARCH METHODOLOGY

This study employed a qualitative approach with a descriptive case study design to obtain an in-depth understanding of the implementation of SP4N-LAPOR! in handling public complaints in Purwosari District, Pasuruan Regency. A qualitative approach was selected because it enables researchers to explore and understand social phenomena comprehensively through the collection of narrative data derived from interviews, observations, and documentation, which are systematically analyzed to produce rich descriptions and in-depth interpretations (Creswell, as cited in Raco, 2010). The case study design was adopted because the implementation of SP4N-LAPOR! represents a context-specific phenomenon that requires examination within a particular research setting, allowing the implementation process, the actors involved, and the dynamics of implementation to be understood holistically (Ratnaningtyas, 2023).

The research was conducted at the Purwosari District Office, Pasuruan Regency, East Java. This location was selected because SP4N-LAPOR! has been implemented there since 2019; however, public awareness and utilization of the system remain relatively low. These

conditions make Purwosari District an appropriate setting for examining the implementation of SP4N-LAPOR! at the district level.

The study utilized both primary and secondary data sources. Primary data were collected through field observations and interviews with informants selected using purposive sampling. The informants included the Head of the Government and Public Services Division, the SP4N-LAPOR! operator, neighborhood association (RT) leaders, members of the Family Welfare Movement (PKK), members of the Youth Organization (Karang Taruna), and members of the public who had previously used the SP4N-LAPOR! service. Secondary data were obtained from supporting documents, including Minister of Administrative and Bureaucratic Reform Regulation No. 62 of 2018, the Standard Operating Procedures (SOPs) for SP4N-LAPOR! management, the Pasuruan Regent's Decree on the appointment of the complaint management team, complaint data recapitulations, and the profile of Purwosari District.

Data were collected through observations of the complaint-handling process, the availability of supporting facilities, and SP4N-LAPOR! information media within the district office. In addition, in-depth interviews, both structured and unstructured, were conducted with the selected informants. A document analysis was also carried out using various documents related to the implementation of SP4N-LAPOR! (Sugiyono, 2017; Raco, 2010).

The data were analyzed using the interactive model of Miles, Huberman, and Saldaña (as cited in Nuvrida et al., 2022), which consists of four stages: data collection, data condensation, data display, and conclusion drawing and verification. These stages were conducted iteratively until consistent and credible findings were obtained, enabling the study to provide a comprehensive understanding of the implementation of SP4N-LAPOR! in managing public complaints in Purwosari District.

D. RESULT AND DISCUSSION

Overview of the Research Site

Purwosari District is one of the regional administrative units in Pasuruan Regency responsible for delivering public services in accordance with Pasuruan Regent Regulation No. 132 of 2018. Administratively, the district covers an area of 60.49 km², comprising 14 villages and 1 urban village (kelurahan), with 70 hamlets, 153 neighborhood associations (RW), and 482 community associations (RT). According to 2024 data, Purwosari District has a population of 85,397, consisting of 43,005 males and 42,392 females.

Implementation of SP4N-LAPOR! in Purwosari District

SP4N-LAPOR! has been implemented in Purwosari District since 2019 as an electronic public complaint management system. The implementation aims to support a more effective, transparent, and accountable complaint-handling mechanism while improving the quality of public services. This study analyzes the implementation of SP4N-LAPOR! using George C. Edward III's policy implementation theory, which consists of four dimensions: communication, resources, disposition, and bureaucratic structure.

- **Communication**

Transmission. Information regarding SP4N-LAPOR! has been disseminated through annual socialization programs introducing the platform's functions and explaining

procedures for submitting complaints and monitoring their follow-up. Due to budget constraints, however, these outreach activities have not reached the entire community directly. Instead, they have been limited to village officials, community representatives, and youth representatives, who are expected to disseminate the information within their respective communities. Field interviews revealed that this indirect dissemination strategy has not been entirely effective. Several interviewees, including members of the Family Welfare Movement (PKK), youth organization members, and neighborhood heads (RT), reported that they had never received official socialization regarding SP4N-LAPOR!. Their knowledge of the platform was obtained from mass media, such as television and the internet. Furthermore, observations and interviews indicated that information provided at the Purwosari District Office is limited to a QR code without accompanying explanations of the platform's functions or usage procedures. In addition, the district government's official social media channels have not been utilized optimally to disseminate information about SP4N-LAPOR!.

Clarity. Regarding information clarity, SP4N-LAPOR! administrators in Purwosari District regularly receive technical guidance from the Department of Communication and Informatics (Diskominfo), the Regional Development Planning, Research, and Innovation Agency (Bapperida), and the Governance Affairs Division of Pasuruan Regency. These technical guidance sessions were conducted online via Zoom in 2024 and 2025, and in person in 2026. The training provides clear understanding of operational procedures, complaint management mechanisms, and implementation guidelines, thereby ensuring consistent understanding among administrators.

Consistency. Interviews with the system operator indicate that the complaint-handling procedures and operational mechanisms of SP4N-LAPOR! have remained unchanged since the system was first introduced in Purwosari District. All implementation activities continue to follow the established Standard Operating Procedures (SOPs), ensuring consistent policy implementation in accordance with applicable regulations.

- Resources

The findings indicate that complaint handling in Purwosari District is supported by four officers appointed by the district leadership. Three officers are responsible for handling complaints submitted directly by citizens, while one officer serves as the SP4N-LAPOR! operator. The appointment of the operator is formalized through a Pasuruan Regent's Decree.

Regarding human resources, interviews reveal that the operator regularly participates in technical training organized by both the regency and provincial governments to strengthen competence in managing SP4N-LAPOR! in accordance with official procedures. The authority to manage the system is established under Pasuruan Regent Decree No. 100.3.3.2/486/HK/424.013/2025 concerning the Complaint Management Coordination Team and the appointment of SP4N-LAPOR! administrators.

In terms of facilities and infrastructure, observations show that the operator is supported by adequate resources, including a laptop, printer, Wi-Fi network, and other supporting equipment. These facilities facilitate service delivery; however, internet

connectivity remains unstable, resulting in occasional application access delays and slow network performance. Despite these technical constraints, complaint-handling services continue to operate according to the established procedures.

- Disposition

Observations and interview findings demonstrate that the SP4N-LAPOR! operator in Purwosari District exhibits strong commitment and responsibility in carrying out assigned duties. The operator monitors the SP4N-LAPOR! application daily to ensure that every complaint is promptly followed up. Complaint handling is conducted in accordance with the Standard Operating Procedures (SOPs), requiring follow-up actions to be initiated within a maximum of five working days. This practice reflects the implementer's commitment to consistently executing the policy as intended. Such responsiveness has been maintained continuously since the program's implementation in 2019, indicating a positive disposition among policy implementers.

- Bureaucratic Structure

The study found that the implementation of SP4N-LAPOR! in Purwosari District is supported by the Public Service Complaint Handling SOP No. SOP/PEM.4/PEL.05, established in January 2024 and effective from 20 January 2024. This SOP serves as the primary guideline for complaint-handling processes, ensuring that implementation is systematic and procedurally compliant.

Furthermore, bureaucratic fragmentation is reflected in the division of responsibilities among complaint management personnel. One SP4N-LAPOR! operator is responsible for handling online complaints, while three additional officers manage complaints submitted directly by citizens. The appointment of the SP4N-LAPOR! operator, along with the specification of duties and responsibilities, is based on Pasuruan Regent Decree No. 100.3.3.2/486/HK/424.013/2025. This division of responsibilities clarifies the role of each implementer and supports effective coordination in managing public complaints. Factors Hindering the Implementation of SP4N-LAPOR!

- Uneven Public Socialization

The findings and interviews indicate that the socialization of SP4N-LAPOR! in Purwosari District has not yet reached the community evenly. Due to budget efficiency measures, outreach activities have been limited to village officials, community representatives, and youth representatives, who are expected to disseminate the information to residents in their respective villages. Consequently, the distribution of information depends largely on follow-up initiatives undertaken by each village, resulting in uneven public awareness of SP4N-LAPOR!.

This finding is supported by interviews with several informants who stated that they had never received information about, or even heard of, SP4N-LAPOR! prior to this study. Observations also revealed that supporting promotional media, such as banners, brochures, and information boards related to SP4N-LAPOR!, remain limited. Furthermore, no dedicated publications promoting the service were found on the official social media accounts of Purwosari District. These findings suggest that information dissemination

regarding SP4N-LAPOR! can still be significantly improved to reach a broader segment of the community.

- **Low Public Interest in Using SP4N-LAPOR!**

The research data indicate that the utilization of SP4N-LAPOR! as a public service complaint channel in Purwosari District remains suboptimal. This is reflected in the fact that only 10 complaints were submitted through the system during the 2019–2025 period, indicating a relatively low level of public interest in using SP4N-LAPOR! as a complaint mechanism.

Interviews and observations further revealed that many community members prefer submitting complaints directly to neighborhood heads (RT) or village officials because this approach is perceived as easier, more practical, and consistent with long-established practices. These findings suggest that residents tend to favor familiar complaint mechanisms rather than adopting digital complaint platforms.

Accordingly, the study concludes that citizens' choice of complaint channels is largely influenced by their preference for methods they perceive as simple and consistent with their established habits. As a result, SP4N-LAPOR! has not yet become the primary platform for submitting public service complaints in Purwosari District.

- **Limited Digital Literacy Among the Community**

Based on observations and interviews, community members demonstrate varying levels of digital literacy. Although many residents own smartphones, not all possess the skills required to use digital public service applications, including SP4N-LAPOR!. This indicates that ownership of digital devices is not necessarily accompanied by the ability to utilize digital complaint services effectively.

The findings also show that limited digital literacy affects the utilization of SP4N-LAPOR! in Purwosari District. Individuals who are less familiar with digital technology tend to prefer submitting complaints directly to village officials or other authorized personnel, as this method is considered simpler and more consistent with their existing practices.

These findings indicate that digital literacy remains one of the key factors affecting the implementation of SP4N-LAPOR! in Purwosari District. Therefore, efforts to improve public understanding of digital complaint services are necessary so that citizens not only become aware of SP4N-LAPOR! but are also able to use it independently when submitting public service complaints.

- **Delayed Application Access**

In addition to limited digital literacy, the implementation of SP4N-LAPOR! in Purwosari District is also affected by technical issues within the application itself. Based on interviews with community members and the system operator, the application occasionally experiences access delays, making both complaint submission and complaint management less efficient.

For users, these delays increase the time required to submit complaints, leading some individuals to prefer reporting issues directly. Meanwhile, the operator also encounters difficulties when managing complaints, including slow system access and instances where

previously entered data are not saved, requiring data to be re-entered. According to the operator, these problems are likely related to system maintenance activities or periods of high user traffic.

These findings indicate that system reliability remains an important factor influencing the implementation of SP4N-LAPOR! in Purwosari District. Although such technical issues do not occur continuously, application access delays can reduce user convenience and hinder the efficiency of complaint management.

- **Unstable Internet Connectivity**

Observations and interviews indicate that internet connectivity in Purwosari District is not consistently stable. As an electronic complaint management system, SP4N-LAPOR! requires reliable internet access to ensure that complaint submission, management, monitoring, and follow-up processes can operate smoothly.

Interview findings reveal that when internet quality deteriorates, accessing the application and managing complaints becomes considerably slower. This situation affects the operator's ability to perform daily responsibilities efficiently, particularly when reviewing and processing incoming complaints.

These findings suggest that technological infrastructure—particularly the availability of stable internet connectivity—remains one of the factors influencing the implementation of SP4N-LAPOR! in Purwosari District. Therefore, reliable internet infrastructure is essential to ensure that the electronic public complaint service can operate more effectively and efficiently.

E. CONCLUSION

This study concludes that the implementation of SP4N-LAPOR! as an e-government instrument for handling public complaints in Purwosari District, Pasuruan Regency, has generally been implemented effectively and is consistent with George C. Edward III's policy implementation theory. Regarding the communication dimension, information has been conveyed clearly and consistently through public outreach activities and technical guidance sessions. However, these efforts have not reached the entire community due to budget constraints. In terms of resources, the availability of human resources, information, authority, and supporting facilities has been considered adequate to support the implementation of SP4N-LAPOR!, although technical challenges, particularly unstable internet connectivity, remain. Concerning disposition, the system operator demonstrates commitment, responsibility, and responsiveness in following up on every complaint in accordance with applicable regulations. Finally, with respect to the bureaucratic structure, the implementation of SP4N-LAPOR! is supported by clear Standard Operating Procedures (SOPs) and a well-defined division of responsibilities, enabling the complaint-handling process to operate systematically.

Although SP4N-LAPOR! has been implemented in accordance with the established regulations, this study also identifies several obstacles that continue to affect its level of utilization. These include the limited reach of public outreach activities due to budget constraints, low public interest in using SP4N-LAPOR! compared to direct or informal complaint channels, limited digital literacy among segments of the community, occasional

technical issues such as delayed application access, and unstable internet connectivity. Collectively, these challenges have reduced public participation in submitting complaints through SP4N-LAPOR!, as reflected in the relatively low number of complaints received—only 10 reports during the 2019–2025 period.

Based on these findings, the study proposes several recommendations to support the optimization of SP4N-LAPOR! implementation in Purwosari District. These include increasing the frequency and expanding the coverage of public outreach programs to the village level so that information regarding the functions, benefits, and procedures for using SP4N-LAPOR! can reach a wider audience. In addition, information dissemination should be strengthened through the provision of banners, brochures, and information boards at strategic public locations, as well as through greater utilization of the district government's official social media accounts for continuous public communication. Efforts to improve community digital literacy through educational programs and assistance should also be intensified to encourage greater use of electronic complaint services. Furthermore, strengthening technical infrastructure particularly by improving internet connectivity and application performance—is essential to ensure that complaint submission and management processes operate more effectively. Future research is recommended to extend this study by conducting comparative analyses of SP4N-LAPOR! implementation across multiple districts or by examining the influence of public outreach strategies on community participation in submitting public complaints.

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